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ABSTRACT

A model program of pupil services for Chicago's inner-city high schools is proposed. It is based on the house plan of school organization, wherein a large comprehensive high school is divided into small sub-divisions called houses. The deficiencies and unmet goals of Chicago's inner-city high schools (e.g., low attendance, high dropout rate) are briefly discussed. The house plan literature is exhaustively reviewed and is shown to effectively deal with the problems of Chicago's schools. The description of the model program is extensive and includes: (1) administrative organization; (2) relationships between goals, curriculum, student body, facilities and staff; (3) actual services, facilities and equipment needed for implementation; and (4) staff roles. The model is then compared with: (1) the current services in Chicago's high schools; (2) selected national, state and local guidelines; and (3) the shortcomings of Chicago's pupil services as described in the 1964 Hauser and Havighurst reports. Implications and recommendations conclude the dissertation. (TL)

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PUPIL SERVICES
FOR THE INNER-CITY "HOUSE" SCHOOL

A DISSERTATION

SUBMITTED TO THE GRADUATE SCHOOL

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By

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PUPIL SERVICES FOR THE INNER-CITY "HOUSE" SCHOOL

CHAPTER I

INTRODUCTION

Purpose of the Study

There is a need to design a program of pupil services to be offered by secondary schools located in the inner-city areas of the United States. Most schools in this country offer services of this type, but there is a wide variation in the quantity and quality of these services. Mounting numbers of unemployed high school dropouts demonstrate the faulty transition of our youth from school to work, or continued education and training for work and living. One part of this design must address the problem of inadequate communication of information on services available. Another facet must suggest services and facilities to fill gaps in existing services. A third major consideration must be to view the entire model in light of characteristics and educational obstacles peculiar to the inner-city, particularly the major problem of motivation of inner-city students to make the best possible use of the facilities and services available to them.

Background and Need

Absenteeism and Dropouts

The rate of average daily attendance in Chicago inner-city high schools was reported to be 89.6 per cent in 1964.[1] The same report indicated that the average inner-city high school dropout rate was 9.0 per cent per year and that the rate of transiency ranged from 36.4 per cent to 60.1 per cent. This information sounded an alarm about the lack of effectiveness of Chicago inner-city high schools.

Another source[2] reports that 58.4 per cent of black citizens who would ordinarily have finished high school by 1964 actually did so. Since the vast majority of inner-city residents are minority citizens, this national statistic appears to support the Chicago figures.

In Chicago's inner-city Crane High School the rate of average daily attendance has dropped to 76.0 per cent. The class of 1971 numbers 336, but there were 1,050 young men and young women in the class when they entered in 1967.

The magnitude of this problem of high school dropouts can be dramatized by applying the inner-city dropout rate to the entire nation. During the 1970-71 school year it is estimated that 13,600,000 students were enrolled in public secondary school in the United States.[3]

The approximately 10.0 per cent per year inner-city dropout rate represents 1,360,000 students over the whole country, compared with the approximately 600,000 students expected to drop out this year.

Other Evidence of Unmet Goals

Sidney P. Marland, Jr.,[4] United States Commissioner of Education, is quoted:

> All education is career education, or should be. And all our efforts as educators must be bent on preparing students either to become properly, usefully employed immediately upon graduation from high school, or to go on to further formal education. Anything else is dangerous nonsense.
> ...
> Life and how to live it is the primary vocation of us all. And the ultimate test of our education process, on any level, is how close it comes to preparing for our people to be alive and active in their hearts and their minds, and, for many, their hands as well.

Extensive evidence that the inner-city high schools are not yet realizing their goals will not be developed here, but the observations which follow afford support adequate for the needs of this work. Chicago general high schools are mandated to offer their students preparation for admission to college. This includes the inner-city general high schools, despite the many dropouts, the need of industry for trained workers and large scale unemployment among youth. The sentiments expressed by Commissioner Marland are felt by many educators, parents and students, but college preparation is the only substantial offering in

Chicago inner-city high schools. Industrial training, though mentioned at some schools, does not exist outside the Commercial departments. Most inner-city general high schools have converted their shops for other use after years of letting them go unused for want of teachers. Vocational schools, designed to prepare youth for direct placement in jobs after graduation, refuse to admit students who cannot present evidence of near normal achievement in reading and arithmetic.

Prominent in all inventories of inner-city high school needs, faults or unmet goals, are the themes of relevance and regard. The relevance of course offerings is obscure to many students and parents, and the school milieu is characterized as a place where administrators, teachers and counselors reflect little regard for the individual needs or interests of the students. In the 1964 report on a survey of Chicago public schools, directed by Robert J. Havighurst,[5] these two themes are constant. More specific for the focus of this work, concerning pupil services for inner-city schools, Havighurst summarized:[6]

> Guidance procedures and materials should be adapted to meet the particular needs of disadvantaged pupils and their parents. Potential early school leavers need early identification and attention, and continuing guidance and counseling assistance. Counseling and group guidance, if necessary to reach parents, should be taken from the school to the home and into the community centers.

The intention of the Chicago Board of Education, as published in Pupil Personnel Services[7] and Handbook for Counselors,[8] is to offer extensive guidance services in the high schools (including individual counseling) plus back-up psychological, social, medical and dropout services when requested. This seems to cover all predictable demands. The current problem is then one of designing better channels for dissemination of information to inner-city residents and creation of a warm, personal relationship with every student from high school articulation to post-high school adulthood.

Design of the Study

This is a descriptive study in which a model program of pupil services is designed for Chicago inner-city high schools. Comparisons are made between:

1. the model program
2. the program of pupil services provided for by the Chicago Board of Education and other existing guidelines
3. the inventory of existing program defects catalogued in the Hauser and Havighurst examinations of the Chicago public schools

Recommendations are made for research, experimentation and innovation within the model.

Procedure

The motivation for this study stems from the report by Ramsey, Henson and Hula[9] on a modern approach to secondary instruction and guidance. Their book describes the design, organization and implementation of plans for Topeka West High School, Topeka, Kansas. Part of their evaluation of how well the school has fulfilled its role in the community consists of statistics on attendance. The dropout rate is down to 2.0 per cent; average daily attendance tops all other high schools in Topeka; at least 70.0 per cent of the graduates have enrolled in institutions of higher education - with additional graduates going into other training. Because of the apparent success of the Topeka West High School house plan in improving attendance and reducing the number of dropouts, the goal of this study is to design a model program of pupil services combining the best features of the house plan with the prescribed pupil services of the Chicago Board of Education - all adapted to the peculiar needs of the inner-city.

Selected guidelines for secondary school pupil services are noted and summarized. Besides the Chicago city-wide offerings of pupil services, published guidelines of national professional organizations under the umbrellas of the American Personnel and Guidance Association and the National Education Association are examined.

Shortcomings of the educational and pupil services in Chicago's inner-city are extracted from two reports sponsored by the Chicago Board of Education. They were both released in 1964 and are commonly known as "The Hauser Report"[10] and "The Havighurst Report."[11] Other negative criticisms are collected from available publications and sources dealing with pupil services in Chicago inner-city high schools.

Definition of Terms

The following definitions are intended to aide the orientation of the reader. The first three define terms used in the title and the fourth is needed to clarify aspects of the model program described in Chapter III.

Pupil Services

Pupil services are those services within a school, or a school system, which are focused directly on student needs. The facilitation of the student's progress through his educational program may be accomplished by direct services to the student or indirectly through consultation with parents, teachers or other concerned persons in the school or community. The term "student services" would perhaps be more appropriate at the secondary level, but that term is commonly used in reference to services offered in connection with higher education. "Pupil services" is the term traditionally used at the elementary and secondary levels.

The Inner-city

The inner-city has always been a two-way station of social transition; harboring both those on the way up and those on the way down.[12] It has traditionally provided shelter for new-comers to cities. Most in-migrants from rural areas drift toward the inner-city and settle in the least expensive housing available. Besides those seeking temporary stop-over, and those in terminal stages of failure, the inner areas of cities now also house increasing numbers of long-standing residents. More and more relatively settled persons with jobs and regular incomes can be found side by side with the social deviants, the newcomers and the welfare recipients. The inner-city holds a great variety of cultural strains, though the trend is quickening toward a Spanish-American and Negro-American dominance. Current usages of the terms "slums" or "ghetto" parallels the less emotional term, "inner-city", which is used in this study.

The House Plan

A variety of plans of school organization can be called house plan schools, but this model incorporates these features:

1. over 1,000 students in membership

2. the school divided into two or more units of no more than 500 students each

3. students meet most classes in their small units,

or houses, during their high school career, coming to know and to be known by the house teachers and counselors.

4. this organization motivated by the expectation that the small sub-divisions of the school will permit development of student-teacher intimacy for better instruction and guidance

5. where needed, the more numerous facilities and broader curricular offerings of a large school available

Information Services

The use of this term in this study does not have the connotation of referring to only occupational, educational and personal growth information. This traditional use of the term has been retained by authorities in the field (see Norris, et al,[13] Miller,[14] and Wrenn[15]) but a simple dictionary definition of "information" is intended in this study: "the communication or reception of knowledge or intelligence."[16]

Limitations

This model program of pupil services is designed specifically for inner-city high schools in the city of Chicago, Illinois. Its general utility for all metropolitan areas may be inferred, but such a claim is beyond the scope of this study. It is conceptualized as a fully developed, active program, in an existing inner-city high school, staffed by fully qualified and experienced

personnel. Procedures and recommendations for introducing and developing a new proposal of pupil services are thus omitted.

Because it is intended to be a practical, working model, current Chicago services and planning compatible with the house plan of organization are incorporated as fully as possible. When the model is proposed for adoption there will be more likelihood of acceptance if more is familiar than innovative. Evaluation of the existing program of pupil services in the Chicago public schools will not be attempted. No implications for approval or disapproval of existing services is intended by their retention or omission from the model program.

The desirability of incorporating opinions and recommendations of community residents is acknowledged. In the collection of information, however, all local community organizations made the same response - they have no formal opinion and have not taken a position concerning public school programs of pupil services. They are more immediately concerned with other problems, such as jobs, housing, welfare, health and crime. Local staffs of national organizations involved in community service were also unable to provide position papers on public school pupil services. The names of Chicago organizations questioned on this subject are listed in Appendix A.

Organization of the Remainder of the Study

Chapter II contains an exhaustive review of the literature dealing with the house plan of school organization, primarily with schools in the United States. Chapter III provides a description of the complete model of pupil services designed for inner-city Chicago high schools. Chapter IV makes comparisons between the model, the existing guidelines for pupil services in the Chicago schools, and the shortcomings of pupil services as reported by Hauser and Havighurst. Chapter V includes discussion of strategies for innovation and implications and suggestions for experimentation and research within the house plan of school organization.

Chapter I Footnotes

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7. Pupil Personnel Services. Organization, Responsibilities, Activities of the Bureau of Pupil Personnel Services. Chicago: Board of Education, 1964.

8. Handbook For Counselors. Grades Seven Through Twelve. Chicago: Board of Education, 1963.

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11. Havighurst, 1964.

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14. Frank W. Miller. Guidance Principles and Services. Columbus, Ohio: Charles E. Merrill Publishing Company, 1968. p. 231.

15. C. Gilbert Wrenn. The Counselor In A Changing World. Washington, D.C.: American Personnel and Guidance Association, 1962. pp. 144-45.

16. Webster's Third New International Dictionary of the English Language Unabridged. Springfield, Mass.: G. & C. Merriam Company, 1966. p. 1160.

CHAPTER II

REVIEW OF HOUSE PLAN LITERATURE

The great majority of the reports on the "schools-within-a-school" type of organization are descriptive and are in substantial agreement on most features. No experimental research has been reported, and the authors of the two available books on the subject, Plath[1] and Ramsey, et al,[2] reported that no research was known to them. Two dozen other articles and reports describe the schools-within-a-school plan, the little school plan, "house" plan, unit plan, or, simply, decentralized plan. The term "house" will be used in this work.

The Typical House Plan

Plath describes the house plan as "an organizational design whereby a large secondary school is divided into smaller schools."[3] Each house has its own administrative leadership, guidance staff, faculty and students. A part of each student's school day is spent within the building area of his house. Although faculty members may be assigned to a single house, a student's curricular class activities are provided both by this group and by faculty shared among the several houses.

The trend to larger schools to permit wider offerings has also tended to submerge students in an impersonal school environment. The house plan places high priority

on individual needs and personal attention. Seventy-five American high schools now using some form of decentralized school organization are listed in Appendix B.

An analysis of the literature indicates that decisions to organize house plan schools have grown out of motivations to: (a) provide more effective guidance for each student; (b) permit a school to know each student; (c) inspire each student to greater achievement, reduce absenteeism and eliminate school dropouts; (d) provide the advantages of a small school with the resources of a large school; (e) create a sense of belonging and loyalty; (f) improve continuity and integration of core curricula; (g) create climate for development of team teaching; (h) avoid administrative confusion inherent in many homeroom situations; (i) increase control of discipline cases; and (j) facilitate sharing of administrative work loads through convenient smaller units.

There are many variables in the organization of student bodies, and no dominant trend can be discerned in the literature. Most common are horizontal (by grade level) or vertical (cutting across all grade levels) organization, with either geographic or random selection being employed in the vertical plan. With either approach, there is agreement that within each house lies the responsibility for administration and guidance services.

Typically, the student in the vertical plan remains with the same counselor for four years. Student records and notes are kept in the house office; the house guidance office becomes the "heart" of the house except in the houses organized solely for administrative convenience. In problems relating to attendance or discipline, the student deals with the house director in the house office.

A guidance function in inherent in most of the houses, and the housemaster (director, dean, chairman or assistant principal) typically: (a) performs the functions of a principal within the house; (b) puts emphasis on counseling in the approach to disciplinary problems; (c) assists teachers and students in identifying with the house, school and community; (d) maintains house control through personal acquaintance with students and parents, and detailed knowledge of the opportunities available within the house, the school and the community; and (e) assumes school-wide responsibility for planning in some area of specialization such as curriculum or guidance services.

The teacher-counselor (counselor, teacher, tutor, guide) is both a teacher and a counselor in the typical setting, usually without the requirement for counselor certification. It is a common practice to require the counselor to teach a class or two besides carrying a counseling load of from fifty to one hundred students.

The counseling is primarily done during an extended homeroom-study hall period. When the counselor is assigned full-time, certified counselors are used and the work load is more likely to be from two hundred fifty to three hundred students. A full-time counselor is often placed on the administrative team, and is an assistant to the housemaster. In such situations the counselor and the housemaster are of opposite sexes. The case conference is the major faculty tool for evaluation of individual student progress and adjustment. Available for case studies are also specialists available to the entire school - the school nurse, psychologist, social worker, speech therapist and psychiatric consultant.

A review of house plan facilities shows a tendency toward the house being a separate building in a complex of other houses and specialty buildings. As the house plan gains popularity, more existing buildings are converted, with houses established in wings or on separate floors. The house often has a large central commons room suitable for audio-visual presentations, study, group meetings or lounging. Each house has offices for the housemaster, assistant housemaster or counselor, and for student records. The classrooms are clustered around the commons and are of various sizes to meet a variety of learning situations. Dining and storage facilities are in each house, with lockers and conference rooms near the commons. Teachers'

office space, with work areas, is located adjacent to the counselor's office and the student record files. Central buildings contain shops, laboratories, physical education space, performing arts facilities, school administrative spaces and reception areas.

Atypical Variations of the House Plan

Among the house plans which varied markedly from the typical organization described above was that of nearby Glenbrook South High School.[4] This was a house plan which embraced only the feature of small size. Two separate schools, including faculty, student bodies and reserved space, were set up in halves of the same building. By keeping each house completely segregated, all facilities and offerings had to be duplicated and all the faults of a small school were realized without any of the advantages of a large school. That experiment was predictably dropped after a four year trial.

Diamond[5] reported glowingly on a house plan, but the article actually dealt with the shift in organization from K6-3-3 to K5-3-4, and described some of the techniques involved. The house feature was a temporary separation of the new type of organization from the old during the transition period.

The Cultural-Education Cluster proposal of the Chicago Board of Education[6] describes faculty "guides."

They would have no particular teaching responsibility, but be located in the Student Center - the part of the house set aside for eating, socializing, study and private conferences. Counselors are described as persons having the capacity to provide limited services in the areas of programming, college applications and testing. The guide would be the staff person designated to serve as the immediate source of assistance and advice for the students. Selection of guides is to be based on an ability to "relate to young people on a personal basis."[7] No other mention was made of counselors, and it appears that a new category of guidance worker is to be developed to fill a role similar to the tutor in the houses of the British boarding schools.

Wiens[8] includes what is commonly called the magnet school concept in his description of the house plan. Each house would specialize in one academic discipline and draw interested students from a large geographic area. He also advocates the additional feature of differentiated staffing and team-teaching. At the top of the instructional team would be the professional teacher, and the other members would be instructional aides, clerks and general aides. On call, outside the house, would be the community consultant and a variety of staff specialists. This concept involves manipulation of time and space in ways not now commonly done in schools, but reasonably workable within the house plan of organization.

The Brookline (Massachusets) High School house plan organization has one unique feature. The housemaster is chosen from the house faculty for a one year term. He must then return to his teaching position for at least one year before being eligible for re-appointment as housemaster. The housemaster role in Brookline is to become acquainted with every student. It is felt that when he returns to the classroom he will be an even stronger teacher. He will also be a faculty member with more understanding of administrative procedures and problems.

Reports from Great Britain indicate that there are very limited guidance services available in the state supported secondary schools. Through popular films and novels, the British school has been stereotyped in American thinking as the typical British public school. Nielson[11] reported in 1968 that only vocational guidance is offered on an organized basis in either the grammar schools (college preparatory), modern schools (vocational schools) or in private church-related schools. The "public" schools of Britain are private, college preparatory boarding schools. Sears,[12] the housemaster of the Binley Park School, Coventry, England, has pleaded for the adoption of the house plan in the new comprehensives. These are general secondary schools, offering a wide range of curricular choices including college preparatory, vocational, and terminal education - in the style of the United States general high school. The traditional grammar schools have prepared six per cent

to nine per cent of British students for college entrance, with no electives offered. The modern school is also rigidly organized for vocational training. Mr. Sears fears that, with the heterogeneous comprehensive school population and the many curricular options, the students will get lost. This is a familiar plaint.

Pounds[13] has reported that, even though the adoption of the house plan in the new British comprehensive high schools is slow, there is an increasing use of trained guidance personnel. Most are trained in the manner unique to the United States - and most by visiting American professors. The house plan is still looked on as a luxury traditionally available only to the children attending the "private" public boarding schools.

Reported Advantages of the House Plan

The primary advantages reported from the house plan schools are those of providing better attention to the individual, and permitting the utilization of the advantages of both the small school and the large school. Plath[14] cites these specific advantages, and these claims are echoed by most other reports published since his study.

1. To pupils:

    a. The individual pupil has closer pupil-teacher relationships. He forms friendships with the faculty personnel from his unit while retaining loyalty to the entire school; these friendships continue over a longer period of time.

b. The guidance program improves, since individual abilities are more easily recognized and developed, cooperative staff efforts for individual pupils increase, behavior problems are recognized earlier, and the guidance program is continuous.

c. When classes are scheduled within each unit, subject matter integration and continuity are improved.

d. A strengthened student activities program results from increased opportunities for participation, leadership, and socialization.

e. Removing anonymity, improving the feeling of belonging, usually results in better performance in many areas.

2. To staff:

a. The principal is relieved of administrative routine and freed to a greater extent for true instructional leadership. At the same time, several staff members receive guided administrative experience within the little schools.

b. A means is provided of furnishing more effective student control. The pupil feels he is known. Problem pupils and situations are recognized more easily.

c. Teacher orientation improves, for the school can absorb a large number of new teachers more easily.

d. Improved supervision is possible because of greater availability of the principal.

e. School policies and faculty morale improve because of increased attention to teacher views in policy making, plus better communication.

f. Adaptability of the educational program increases because of greater willingness to experiment within a little school.

Jenkins[15] claims that the quality of teaching was raised and that student articulation is enhanced. He did not mention the criteria on which he based these claims, however. In all cases where the cost was mentioned, there was agreement that no cost changes were involved because the pupil-teacher ratios were not changed. This is a safe observation, because the bulk of educational expense is for salaries and wages.

Ramsey, et al[16] made the outright claim that attendance was dramatically improved and that the school climate, as reflected in reduced disciplinary activity and dropouts, was superior to other schools with traditional organization within the same school district. Fogg[17] also reported a general reduction in tensions and behavior problems, but attributed it to the accompanyiny sharp reduction of hall traffic.

Reported Disadvantages of the House Plan

In all the evaluations, comments and conclusions, some cautions were mentioned. They were not intended to be negative evaluations, but merely points to be aware of. With the relative autonomy of each house, the principal must devote more time to coordination of the entire school. Also, care must be taken to keep the houses of equal size and to keep the quality of faculties uniformly high. Ability grouping became a casualty in some cases when higher priority was given to house grouping. These minor alert signals all fell within the realm of administrative responsibility and do not bear directly on the program of pupil services. Frequently mentioned was the blurring of authority between house principals and school-wide subject matter department chairmen. This is a more serious problem, but also falls within the realm of administrative decision and responsibility.

In one of the rare instances where the house plan has been abandoned, a staff set up expressly to experiment with new devices and techniques wisely reduced the number of variables with which they had been working. Primarily concerned with development of team-teaching and the training of staff in several educational roles, the house plan was abandoned in the fall of 1970 in favor of complete organization into seven teaching teams.[18]

Inner-City Applications

A search of the literature has revealed no reports of inner-city applications of the house plan of school organization. It follows that there are also no reports on programs of services for students in inner-city house plan secondary schools.

The authors of the books and articles on the subject of the house plan of school organization uniformly endorsed it for various administrative reasons. The single book by Ramsey, Henson and Hula[19] explores the implications for more effective student services within the house plan.

Chapter Two Footnotes

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3. Plath, p.1.

4. Sidney Salt. "Why We Abandoned the 'School-Within-A-School' Plan of Secondary School Organization." The National Association of Secondary School Principals Bulletin. 46:185. September, 1962.

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12. N. A. Sears. "Humanizing the Large School - House Systems in a Comprehensive." Times (London) Education Supplement. 2597:605. February 26, 1965.

13. Ralph L. Pounds. "The Use of the House System in Comprehensive Schools in England and Wales. Final Report." ERIC Document ED 023 157, 1968.

14. Plath, p.66.

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16. Ramsey, et al, p.214.

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18. Patricia Wertheimer. "First Year Report (1969-1970) John Adams High School." Mimeographed. Portland, Oregon: Adams High School, 1970.

19. Ramsey, et al, ch.9.

CHAPTER III

THE MODEL PROGRAM OF PUPIL SERVICES

This chapter sketches the organization of the model program of services. The administrative organization is described and the relationships between goals, curriculum, student body, facilities and staff are briefly covered. The services, and the facilities needed for housing the staff and equipment involved in the services, are also described. The description of staff members and their roles for pupil services are described in considerable detail.

Goals

In a review of plans for the future in Chicago education, the Chicago Board of Education adopted these goals:[1]

1. Preparing people for the world of work
2. Making urban life rewarding and satisfying
3. Keeping democracy working
4. Dealing constructively with psychological tensions
5. Making the best use of leisure time

Concerning pupil services, this quotation from the Chicago Handbook for Counselors[2] is an appropriate initial statement of goals:

> The purpose of the guidance program is to assist each student to develop realistic ideas and images about himself and about the opportunities for him in the world and to help him formulate, plan

> for, and achieve worthy and realistic goals with ever increasing self-direction. Thus guidance is not an emergency program for a few but a continuing program for all.

This statement of goals, from an inner-city Chicago high school[3] located in a community identical with the type of community for which this model is designed, helps narrow the focus:

> Within the framework of the educational goals of the Chicago Board of Education and the ... community the ... guidance program is intended to:
> 1. Help students to progress through their selected program of classes and activities to placement in their choices of jobs or additional education and training
> 2. Help faculty members better understand the talents, problems and aspirations of their students

The goals for pupil services in this model are nearly identical with the goals stated above. One change is the substitution of the word "positive" for the word "realistic" in the first sentence of the quotation from the Handbook for Counselors. The modified statement would read, "The purpose of the guidance program is to assist each student to develop 'positive' ideas and images about himself... ." This change is made because "realistic" information is often negative or restricting, and based on incomplete or faulty information.

Point number two of the local statement is acceptable when, besides the faculty, parents and other concerned persons are also helped to better understand the talents, problems and aspirations of the students.

To summarize, this program of pupil services is intended to facilitate the progress of students through their selected courses of high school study. The services must be available from pre-enrollment planning, through departure from school, and beyond into adulthood if needed. The general strategy employed is to attempt to create a school environment in which every student is well known by his teachers and given continuous support and encouragement.

Administrative Organization

The large urban school, with its great variety of facilities and curricular offerings, is divided into parts to facilitate instruction and guidance. These divisions are made in curriculum, student body, facilities and staff.

In curriculum, the division is made between academic courses required for graduation on one hand and all courses requiring laboratories or specialized equipment on the other. Reduced-credit and non-credit elective courses and activities are grouped with the special courses.

The student body is divided into groups of fewer than five hundred with a conscious attempt to make the mixture as heterogeneous as possible. This grouping is retained

during the student's entire period of enrollment and all students must have the same opportunities for gaining social awareness, friendships, affection and successful learning experiences.

Facilities reflect the divisions made in the curriculum and the student body. One large building, or group of buildings, houses the special Centers used part of the time by all of the students in the entire school. The small groups of students are accommodated in separate small buildings located around the perimiter of the special school facilities. The small student facilities are called "houses' and the special facilities together are simply called the "school." The connotation is that the central facilities are used by the entire school and that the administrative head is there; even though the houses are part of the entire school, when referring to spaces or facilities, the use of the word "school" does not refer to the house areas.

The staff is headed by the principal and is dispersed throughout the buildings as needed, to supervise, guide and teach the students. Each house is staffed by a housemaster, a counselor, five division guides, several work-study coordinators, twelve to fifteen teachers and non-professional support personnel. All other staff members are assigned to the school Centers. House staff

members are responsible to the housemaster and staff assigned to the Centers are responsible directly to the principal.

The Program of Services

Many services are offered to the faculty and student body in a program of pupil services. The specific services, however, await the development and expression of needs. This model will retain a more distant, overall viewpoint.

Information Service

Many kinds of information are gathered and communicated to interested individuals - students, guides, teachers, parents, counselors and other concerned adults. This includes student history, abilities, personality and interests; educational, occupational, personal and social data; social and cultural opportunities; school regulations and course requirements. This knowledge flows according to schedules devised by the housemaster, counselor and guides. Subject to appropriate controls for the protection of confidentiality, information is also transmitted upon request. A basic assumption is made here that most persons, if they are acquainted with the pertinent facts and the available options, can make their own decisions and choices. It is toward this end that the

house plan of school organization is adopted, with the multiple opportunities for exchange of information.

Counseling Service

In the instances where students are unable to discover workable solutions to their problems or make their own choices - for any reason - a counseling relationship may be established. The goal of counseling is to help the student attain that ability to make socially acceptable and useful independent choices among the opportunities available.

Referral Service

When the limits of available information are reached, optimum referrals can permit the development of additional facts and opportunities for consideration. When maximum benefits of the school are realized by the student, and he has exhausted the local options which are acceptable to him, appropriate referral is for educational placement, vocational placement or out-of-school therapy.

Research and Evaluation

To ascertain the effectiveness of methods and to keep up with emerging trends and needs, the program of pupil services must undergo regular evaluation. Surveys

of current activities and follow-up studies of former students are the most common approaches to evaluation. The cooperation of all pupil services staff is essential in carrying out research in all departments of the school, including pupil services. Progress toward an ideal program of pupil services is dependent upon better program design, which in turn waits on the findings of research perhaps not yet under way.

Staff and Roles for Pupil Services

Staff in the House

The Housemaster

The housemaster position is filled by a person meeting the Chicago requirements for both assistant principal and counselor. These appointments require certain minimum graduate course work in administration and supervision theory, considerable formal training in guidance and counseling, a graduate degree, and several years of teaching experience. The housemaster has freedom of movement in the house, school and community.

The housemaster performs the duties of a principal within the house, with direct administrative and supervisory responsibility over all house staff members and students. He maintains control and promotes safety by virtue of his official position, through personal

acquaintance with parents, students and teachers and through a thorough knowledge of student opportunities in the house, school and community. He gives high priority to spotting trends, problems and teaching practices and worthwhile student activities in order to develop and maintain house and school morale. He is the liason person between the house and the principal, school staff, feeder elementary schools and the general community. He assures adequate communication in all directions through regular in-service and informational meetings, and through any other methods available to him.

His approach to discipline is through counseling and staffing to aid decision-making based on complete information. He is a third-level counselor behind the division guide and the house counselor. His decisions are authoritative in all house matters, subject to the appeal arrangements of the Chicago school system. He has insight into causes and effect of student behavior and can not only recommend remedial and supportive actions, but, if necessary, can also excercise the authority to implement them. Because of his guidance orientation the focus is on the best interests of the student as an individual as well as the total house student body and staff.

He is the direct counselor for faculty members, and is always ready to discuss problems of any kind. This direct contact is also used for supervision and evaluation of teaching effectiveness, and for the constant

encouragement so necessary for the development and maintenance of both student and teacher morale. His office is in the Academic Hall of the house.

The Counselor

One counselor is assigned to each house and must be an appointed counselor in the Chicago school system. Such an appointment requires a graduate degree, several courses in guidance and counseling, and several years of teaching experience. For this type of assignment, however, more than the minimum course requirements are demanded. This person must have a thorough background of training and experience in guidance and counseling, preferably with a master's degree in school guidance. It is desirable that the counselor be opposite in sex from the housemaster.

In the absence of the housemaster, the counselor assumes the role of acting housemaster. The counselor has freedom of movement in the house, school and community.

The title "counselor" is retained because of its traditional use, but a more accurate description might be "guidance specialist." A counseling relationship is established with only a few students and represents a very small part of the counselor's work day. The primary role of the house counselor is to serve as a consultant to parents and teachers, so that these adults can work with the students to solve problems or to prevent the development of problems. Because division guides become most

closely acquainted with the students, much conference time is scheduled with the guides.

Of second priority is the dissemination to students of information in the general fields of occupational requirements, educational opportunities, vocational preparation, personal growth and personal planning. The division guides are the primary dispensers of this information. Division guidance sessions are conducted by the guides on a weekly basis in the division areas. Counselors and guides plan these sessions together, under the leadership of the counselor, and with the cooperation of the entire house staff.

The counselor has the major responsibility for developing and maintaining a set of student records. The clerk does much of the maintenance, but the counselor collects most of the information and has control over what information is included. Guides assist the counselor in this task where their division students are involved. Computer link-up equipment is used in each house to store and recall student records.

Related to these information services and the student records is student appraisal. Like other kinds of information, if it is not recorded and then passed on in some comprehensible form, it has no value and the time and effort expended in collecting the information is a total loss. Most group testing in the house is administered by

the counselor with the assistance of the guides or other teachers. Some other testing is administered in the Employment Unit by vocational recruiters from governmental units, or by the employment counselor in advance of vocational counseling. Many individual diagnostic services are available, as needed, via referral to the school health team in the Resources Center.

In the guidance -oriented house, the counselor is directly involved in a great variety of activities. Within the house plan of organization, however, all staff members have guidance responsibilities - otherwise the counselor would soon be swamped and sink forever more from view. Working chiefly with the housemaster and division guides, the counselor is directly involved in:

1. articulation, subject selection and orientation of entering students

2. supplying guidance to students, guides or teachers, as needed or requested

3. counseling students individually or in groups

4. consulting with parents, guides, teachers, the employment counselor, the health team, or community resource persons

5. assist in placing students in jobs or other educational institutions when they leave school

6. refer parents or students to additional community sources of information when the assistance limits of

the house and school have been reached

7. find useful community resources and cultivate good working relationships between such individuals or agencies and the house or school

8. assist the housemaster with in-service training of the faculty

9. cooperate with the house staff in devising and carrying out research, pilot studies and evaluation of innovations

10. conduct regular evaluation of all phases of the program of pupil services - with special efforts directed toward obtaining follow-up information and opinions from former students

The counselor is assigned to an extended day program with corresponding extra compensation, so he will be more readily available to parents who make school visits. This also affords extra time for planning and record keeping which cannot readily be done when faculty and students are present. The counselor's office is in the Academic Hall of the house.

The Guides

The division guides are certified teachers, but no specific subject certification is required. The title and this description are contained in the Chicago proposal for the Cultural-Educational Cluster #7:[4]

> (The guide must) have the unique capability of establishing personal relationships with students. A guide is a very warm person. He is gregarious and able to relate with young people while retaining an adult identity. He is particularly able to understand and be considerate of feelings and emotions of adolescents. He must be able to (understand) a student's problems, to have empathy with a student's feelings, and to relate to the student without making judgements.

The guide will teach two classes, with the rest of his working day spent in the division (homeroom) area. The term "division" is used in Chicago - referring to each teaching position as an additional division within the school - and, even though it is not descriptively accurate for the homeroom, the term will be retained because of its local familiarity. The guide will be present in the division area or student commons, both in the student hall part of the house, for a total of three and one-half hours during the seven hour school day. Up to one hundred students, representing a cross-section of the house student population, will make up the division membership. The CEC #7 proposal continues:

> (The guides) would perform the function of the tutors in the traditional English boarding schools... The guides will be located in the Student (Hall) - a place set aside for eating, socializing, studying and private counseling for (the five divisions- the 500 students of the house). The guides will be the staff persons to serve as a source of assistance and advice for the students in everything from homework schedulæs, parental problems, and teacher conflicts to acne, pregnancy and finances.

The guide will work with the counselor in the selection and dissemination of many kinds of information designed to guide his students to maximum realization of school and personal potentials. He will consciously discover the general and personal needs of the students and choose the best ways to meet them. The easy availability of the guide in the division area facilitates communication. "The best selling of guidance services is done when students have opportunities for non-emotional and non-problem-oriented contacts with guidance personnel."[6]

During this half day of activity in the student hall, in either his division area or the student commons, the guide will be available to record attendance, implement group guidance plans, supervise student study, cultivate the friendship of his division members and be ever ready to render any assistance within his competence. He will work with the same students during their entire period of membership in the house. If a contact does not occur during the daily division activities, he will search out and confer with every division member at least once during every month of the school year.

In cases of problems involving members of his division, the guide will be notified and take part in the investigation, discussion and resolution of such problems. He willmaintain complete house records for

his division members and, working with the counselor and clerk, keep the house student records current. This includes attendance, achievement and other appropriate records and reports.

Teacher Work-Study Coordinator

A work-study program (for both pay and credit) for a house student must be coordinated with the student, his guide, his class teachers, his parents and the employer. Thus the work-study coordinator must be a certified teacher with a talent for cooperation and accommodation, as well as having certain formal courses on vocational requirements and the local job market. The housemaster requests the assignment of work-study coordinators at the rate of one for every fifty students presenting parent requests for such placement. The regular load for one coordinator is forty students. A work-study coordinator needs a car to find and maintain contacts with employers.

He specializes in, and is qualified for these programs:

1. Cooperative Work Training (any safe job; age 16 years or over)

2. Occupational Experience (for educable mentally handicapped students; any safe job; age 17 years or over; often with sub-minimum wage agreements)

3. Diversified Occupations (selected jobs; age 16 or over; senior class standing)

In addition to finding and maintaining contacts with employers, he conducts a work orientation class for participating students. Employers issue grade evaluations for the work portion of the program, and the coordinator evaluates the class work. The C.W.T. and D.O. programs allow for two elective school credits and the O.E. program allows up to three elective school credits.

Clerk and Clerical Aides

The clerk, under the direction of the counselor, and assisted by the clerical aide, maintains the house file of student records in the academic hall of the house. Under the direction of the housemaster, the clerk also maintains house office records of all kinds, and performs all necessary clerical operations.

Classroom Teachers

Though not formally a part of the program of pupil services, the close proximity of a small number of teachers and students, coupled with a conscious effort to approach instruction from a guidance orientation, results in a constant exchange of vital information about students and their problems. Timely exchange of pertinent information, in the best guidance tradition, benefits students, teachers, house climate and, ultimately, the entire community. This is in keeping with the rationale for adopting the house plan of school organization.

Staff in the School

In the school, most counseling referrals beyond the house are made to the school health team. The team is made up of specialists having dual responsibilities. Each role will be defined separately and then the team role will be described.

The Assistant Principal for Pupil Services

This position is filled by one of the housemasters if the school membership is below 2,000 students. If the enrollment is greater, a separate assistant principal is selected.

This assistant principal has school-wide responsibility for over-all supervision and coordination of pupil services and he has office space in both the house and the Resources Center. He works directly with the counselors to maintain uniformly high quality programs of utilitarian services in all the houses. He coordinates the work of the school health team and searches out additional specialists when needed. He supervises the work-study coordinators located in the Employment Unit of the Technical and Applied Arts Center, and coordinates their activities with the work-study coordinators stationed in the houses. He has the responsibility for the preparation of student records required by the Board of Education, police agencies or judges of the courts.

Teacher Work-Study Coordinator

The qualifications for the position of work-study coordinator are identical whether assigned to the school or a house. Programs are closely related to classes offered in the Technical and Applied Arts Center, and for that reason are located in the Employment Unit of the school instead of in the houses.

These programs allow earning of two elective credits plus income, and are restricted to senior students with certain academic or vocational experience.

1. Distributive Education
2. Office Occupations
3. Inter-related Cooperative Education (lab or math courses required)
4. Home Economics Related Occupations
5. Health Occupations (dual registration in a vocational school)

Employment Counselor

The employment counselor is an employee of the Illinois State Employment Service, and serves the school on a part-time basis, as needed, dividing this time between the school and the local I.S.E.S. office. He makes the initial contacts in the school when students seek employment upon leaving school, or immediate part-time employment. He is located in the Employment Unit of the Resources Center.

Teacher-Nurse

This health specialist is a registered professional nurse who has also been certified as a teacher. In consultation with parents, students, teachers, administrators and health officials, the nurse monitors major health problems in the school, assists in the health education program and serves on the school health team.

Teacher-Psychologist

The school psychologist is certified both as a teacher and a psychological examiner. The major portion of the psychologist's time is expended in the Diagnostic Unit, administering diagnostic devices and making detailed reports and recommendations for use in the educational or vocational planning for students. The remaining time is devoted to the school health team activities.

Social Worker

The social worker is the only professional in the school who is not also a certified teacher. He is the figurative arm of the school; a registered social worker trained to go anywhere in the community to obtain information for use in the school, or to help directly in the resolution of student problems requiring intervention beyond the confines of the school buildings.

A mental health emphasis in the social worker's preparation and outlook is essential for success in this position. He is the third member of the school health team.

The School Health Team

The health team is an advisory and service group of specialists directed to make recommendations for the improvement and maintenance of good physical and mental health within the student body, faculty and staff of the entire school. This assignment supports the general school goal of trying to provide a friendly and encouraging climate for guidance and instruction. The team is housed in the Resources Center.

The activity of observing, helping and making recommendations both in the school and in the community has been labeled "primary prevention" by Caplan[7] in Principles of Preventive Psychiatry. This approach is one in which obstacles to learning and understanding are reduced or eliminated before frustration begins or crisis conditions develop.

Facilities

The general facilities need only a name or a short description. When directly or partially used in the implementation of the program of pupil services, additional descriptive material is included. The buildings of the school are spread over a campus, with the houses grouped around the school's several Centers located in the Central School. Each of the centers is designed to permit use outside of school hours without access to the other centers. This facilitates community use of the buildings - particularly the Resources Center which houses the Library, the school health team, the Employment Unit, the Community Service Unit and the Diagnostic Unit.

Facilities in the School

The Communicative Arts Center

This center houses classrooms, practice rooms, seminar rooms and a theater, sufficient for the teaching of advanced courses in English and Social Studies, Foreign Language, the Fine Arts and the Performing Arts. The theater is frequently used for large group activities directed by pupil services staff members.

The Technical and Applied Arts Center

Classrooms, shops and laboratories for the teaching of the Sciences, Advanced Mathematics, Home Economics, Business and Commercial electives and Industrial Arts

shops are in this center. Also, because their specialties are taught in this center, the school work-study coordinators have offices near here in the Employment Unit.

The Physical Education Center

The Plant Operations Center

The Resources Center

This center houses the Library, the Community Service Unit, the Employment Unit, the Diagnostic Unit, the School Health Team and the Administrative Suite. These facilities and the services offered within are used by faculty, students, parents and community organizations. A large, central waiting room, easily accessible from the outside, serves all the units of the center.

The Community Service Unit is a suite of rooms for the use of the school, community organizations and agencies serving the community residents. The rooms vary in size to accommodate groups from ten to one hundred persons.

The Employment Unit has offices and conference rooms to house the employment counselor and the work-study coordinators working from the central school. Space is provided for the display and storage of occupational information and the link-up equipment for obtaining current employment opportunity information from the I.S.E.S. central computer facility.

The Diagnostic Unit includes offices, conference rooms and examination rooms for the use of the psychologist,

itinerant diagnostic specialists and clerical personnel. Equipment and supplies are available for individual examinations and for scoring tests administered in the houses.

The School Health Team is provided offices and conference rooms for the nurse, psychologist and social worker. Two or more seminar rooms are available for staffing of cases and for conducting therapy groups. Examining rooms and appropriate equipment for examination and treatment are located here for the use of itinerant medical and dental specialists.

Facilities in the House

The Student Hall

Approximately half of the House is designated as the Student Hall - the area occupied by students and their Guides. This area, in turn, is also divided into two parts - the Division Areas and the Student Commons.

The Division Areas

In these five spaces around the Student Commons, division guides are assigned to offices. These offices are equipped with necessary equipment, including a telephone, and are placed so that the guides can observe both the Division Areas and the Student Commons by way of window-walls.

Within the Division Areas are located twenty-five study stations, each with four storage lockers and a study carrel. Each study area is shared by four students of the division. In open areas are tables, desks, and chairs suitable for use in small group conferences and study projects.

The Student Commons

The Student Commons is a large, multi-purpose room primarily intended to be used for lounging and socializing. Part of the furniture is for lounging; other furniture and equipment encourage unstructured study and small group work and study activities. At one edge of the room is the food serving and dining area. At strategic locations, bulletin boards and display cases are located. There is direct access from the Student Commons to the Division Areas and the Academic Hall.

The Academic Hall

The half of the House chiefly devoted to classroom space and faculty activities is called the Academic Hall. Near the Student Hall is the counselor's office, where students must pass several times daily. Near the counselor's office are small conference rooms and the storage area for student records. In the counselor's waiting area is link-up equipment which may be used to recall information stored in the school computer. This

is information on student records, occupational and educational information.

Several classrooms are available for teaching the required courses in English, Social Studies and Mathematics. A large room, called the Academic Laboratory, is equipped for audio-visual presentations, lectures and demonstrations. This room is used frequently for dissemination of information to select groups by the counselor or visiting authorities.

Near the Student Hall is a House Library and a student project area including work surfaces, storage area, typewriters and duplicating equipment. Between the House Library and the counselor's office is a large combination faculty office and lounge. The student records are stored nearby, and there is a faculty work room with typewriters, duplicating equipment and storage space. Most distant from the Student Hall are the offices of the housemaster, the house clerk's office and the reception area for house visitors.

Acknowledgements

The facilities described above have already been suggested or tried somewhere separately, but not in this particular combination. Suggestions have been written or spoken by many individuals, but the sources mentioned below have been of particular help in building this

description of facilities: Cultural-Educational Cluster,[8] Elliott,[9] Harris,[10] Hecht,[11] McCarthy,[12] Plath,[13] Ramsey, et al,[14] Schneider,[15] Twilford,[16] York[17] and Young.[18]

Chapter Three Footnotes

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CHAPTER IV

COMPARISONS WITH THE MODEL

This chapter includes comparisons between the recommended model program of pupil services and selected existing programs, sets of guidelines and selected criticisms of the existing program. The first comparisons are made with the current program of services offered in the Chicago public high schools. The next comparisons are with selected guidelines from across the United States at national, area, state and county levels. A third category of comparisons is that between the model and the catalogue of shortcomings of pupil services in Chicago public high schools as published in the Hauser[1] and Havighurst[2] reports.

Summary of the Chicago Program of Pupil Services

The program of pupil personnel services carried on within the Chicago Public Schools encompasses a variety of administrative, supervisory and direct services. Of value in making the types of comparisons intended in this chapter are the direct services offered at the local high school level. The summary of services, therefore, will be focused on those direct services spelled out in the Handbook For Counselors.[3]

Articulation and Orientation Activities

Current Practices[4]

These activities are initiated with high school subject elections while students are still in elementary school. Counselor recommendations in this area reflect the ability, achievement and interests of the students, on one hand, and the system of school achievement and ability grouping on the other hand. Orientation of students is conducted individually or in small or large groups. Typical topics covered are facts about the high school building, opportunities and restrictions, school services and graduation requirements.

The Model

The information services of the model include these activities.

Identification and Exploration of Individual Characteristics

Current Practices[5]

Standardized group testing for scholastic aptitudes and reading achievement is scheduled for all high school students at the ninth grade and eleventh grade levels. Counselors administer these tests and control the dissemination of the results and the test interpretation. It is intended that these test results be used by counselors, teachers and students for track placement, teaching and counseling on educational, vocational and personal matters.

No funds are provided for the purchase of any other tests or devices.

The collection of information on each student embraces his entire student career. This information is recorded by the counselor during personal interviews or during consultation with teachers, parents or others, for use in future counseling or planning

The Model

Participation in the ninth grade city-wide testing program is continued. Test results are placed in the hands of guides for interpretation and use in planning with their division students and classroom teachers. Ability grouping is not employed in this model program, and this use is not made of test results. Other testing, however, is carried out. For assistance to teachers in planning what to teach, a variety of Language Arts and Mathematics tests are supplied to teachers for administration in class size groups by the classroom teachers. The tests are handed to the counselor for scoring, and the results are used in class planning and discussion with the students. The counselor controls the supply of tests and the selection and frequency of test administrations.

Vocational aptitude testing is administered in the school Employment Unit of the Resources Center by the itinerant test administrators of the Illinois State Employment Service. Administration of the General Aptitude

Test Battery is scheduled by the I.S.E.S. vocational counselor assigned to the I.S.E.S. satellite facility located in the Employment Unit. The vocational counselor also schedules civil service testing by test administrators from local, state and federal civil service commissions. When appropriate, employment test administrators from private industry may be scheduled into the Employment Unit.

For assistance in college planning, the counselor and guides administer the Preliminary Scholastic Aptitude Test to all junior level students. This test replaces the current eleventh grade battery of city-wide tests.

The exchange of student information between students, guides, teachers, parents and the counselor is a continuous process and a major reason for using the house plan of school organization.

Dissemination of Occupational and Educational Information

Current Practice[6]

The guidance program is described as the coordinating agent for a steady flow of occupational and educational information from many sources. Programs of information are intended to expose children to new and different concepts so their minds will be opened to more opportunities. The local high school principal and counselors have freedom of choice among several suggested methods of supplying this information - books, tours, local surveys,

work experience, observation of men at work, career and college conferences and interviews with workers. No funds are provided for tours. The work experience program is minimal, with nearly all of the participants in work-study programs under the supervision of Commercial or Vocational Education curricular consultants.

The Model

The model includes the dissemination of occupational and educational information as part of its broad Information Service. The bulk of information is transmitted within the division area by the guide. An expanded work-study program affords vocational exposure for many students who are ordinarily dependent upon shop courses; shops which are vacant in most inner-city high schools because qualified teachers cannot be found. The increased numbers of working students and work-study teacher-coordinators constitute a growing reservoir of resource persons available to the group information sessions in the division areas. The follow-up activities within the Research and Evaluation Service of the model afford additional sources of information for vocational and educational planning.

Counseling Contacts For All Students

Current Practice[7]

Motivated by a felt need on the part of a counselee, counseling is defined as a face-to-face relationship incorporating a process of thinking through with the student

about the nature of his problem, his options and their implications, The goal is to help him become self-directed and self-disciplined. This service is intended to be available for all students over their entire school careers.

The Model

This service is included in the Counseling Service of the model. The definition and goals are similar in both cases.

Placement Activities

Current Practice[8]

Placement activities within the existing Chicago system of pupil services is included as one of the types of counseling that is provided. The intention is to orient students to opportunities available beyond high school years, and, as such, includes dissemination of occupational and educational information; presumably in a one-to-one student-counselor ratio.

In the area of vocational placement, certification of students as being of employable age is the major service provided in inner-city schools. Local principals determine the extent of the information services by their control of release of students from regular classes for in-school conferences or exploratory field trips.

The major thrust of planned "placement counseling" is toward educational planning for college or other training beyond high school graduation. This consists

chiefly of encouraging participation in college testing programs and discussion of college entrance requirements and scholarship opportunities.

School dropouts are not served extensively at the local school level, but are invited to return to special counseling or training centers after they have withdrawn from school membership.

The Model

The placement of students in jobs or training programs after leaving high school is one of the Referral Services of the model program. The model places equal emphasis on both educational and vocational referral; both are designed as the end result of the student's high school program and a logical outcome of the total Information Service. The placement of students in either part-time or full-time jobs before graduation is not judged to be less worthy than placement in work or study after graduation. The only judgement implied is that there has been an unacceptable failure of the program if a student drops out of school before placement is confirmed in a job, a training program, military service or home-making.

Follow-up and Evaluation Activities

Current Practice[9]

Follow-up and evaluation programs in the local high school are recommended. Follow-up of student activities after leaving school are used as a basis for changes

and improvements of the school programs. Surveys and analyses of data generated in the school are the suggested evaluation activities. No funds are budgeted for these types of activities.

The Model

The model provides for these evaluative activities. Further, research affecting any part of the school program is encouraged. With the house type of school organization, and the heterogeneous groupings of the students, the climate of the entire school invites research.

Maintenance of a System of Records

Current Practice[10]

Good records are needed in an effective guidance program. Chicago schools maintain for each student a folder which contains confidential student records from pre-kindergarten registration through school departure. Separate files are maintained for academic credits and psychological or psychiatric examination reports. Teachers have access to these files, through the counselors, but students do not have such access.

The Model

The complete system of records for each student is another facet of the total Information Service orientation of the model program. The complete student record, including credits earned, is maintained in the office area in each house. This information is easily and freely

accessible to all faculty members, but each student may see his own file only. All sensitive information and psychological or psychiatric reports are placed with the Health Team in the Resources Center. Information stored under the care of the Health Team is available to a counselor upon request.

Summary of Selected Programs in the United States

The American School Counselor Association

The position paper of the American School Counselor Association reflects the majority opinion of American school counselors on the subject of counselor role. This Statement of Policy for Secondary School Counselors, etc.,[11] was officially adopted in national convention in 1964, and lists ten professional responsibilities for high school counselors:

> 1. Planning and Development of the Guidance Program. An effective guidance program in a school results from cooperative effort of the entire staff in planning and developing the program. Parents, pupils, and community agencies and organizations can also contribute toward these efforts. It is essential that the objectives of the program and procedures for meeting those objectives be clearly formulated.
>
> 2. Counseling. It is essential that the majority of a school counselor's time be devoted to individual or small-group counseling.
>
> 3. Pupil Appraisal. The school counselor assumes the roles of leader and consultant in the school's program of pupil appraisal.

4. Education and Occupational Planning. (He provides) pupils and parents with an understanding of the pupil as an individual in relation to educational and occupational opportunities for his optimal growth and development and (he promotes) self-direction of the pupil ...

5. Referral Work. The counselor has a major responsibility in making and coordinating referrals to both other specialists in pupil personnel services and public and private agencies in the community.

6. Placement. The counselor's role in providing placement services for individual pupils involves assisting them in making appropriate choices of school subjects and courses of study and in making transitions from one school level to another, one school to another, and from school to employment.

7. Parent Help. The counselor holds conferences with parents and acts as a resource person on the growth and development of their children.

8. Staff Consulting. The school counselor works closely with members of the administrative and teaching staffs to the end that all of the school's resources are directed toward meeting the needs of individual pupils.

9. Local Research. Research in guidance is concerned with the study of pupil needs and how well school services and activities are meeting these needs. The school counselor plays a role of leadership in determining the need for research, conducting or cooperating in research studies, and discussing research findings with members of the school staff.

10. Public Relations. The school counselor has a responsibility for interpreting counseling and guidance services of the school to members of the school staff, parents, and the community. All of his services in the guidance and counseling program have potential public relations value.

Specific points under each responsibility have been omitted since the broad guidelines are sufficient for the needs of this study.

An inspection of regional, state and county guidelines fails to reveal any major differences between these guidelines and the existing Chicago program or the A.S.C.A. counselor responsibilities. The guidelines inspected are those of the North Central Association of Secondary Schools and Colleges,[12] the Georgia State Department of Education,[13] the New York State Education Department,[14] the North Carolina Department of Public Instruction,[15] the Ohio State Department of Education,[16] the Agpinellas County (Florida) Board of Public Instruction[17] and the Allegehny County (Pennsylvania) Schools.[18]

The broad areas of pupil services described under the North Central Association's section on Guidance services[19] include Counseling, Research and Faculty and Community Participation. The specific activities described are very similar to the present program of pupil services in the Chicago schools, and similar to all of the other selected programs mentioned above. One departure is made through recent changes in the Allegehny County (Pennsylvania) Schools program.[20] Mental health considerations are applied to implementation of the concensus programs mentioned above.

Comparisons With the Model

The model program advocated in this study is in substantial agreement with the guidelines contained in the

selected programs from across the nation. A difference in emphasis exists, however, between the model and the A.S.C.A. position that the majority of a school counselor's time should be devoted to counseling. The model program puts stress on the many information activities as the primary preventive service, with counseling in the position of a back-up service available as needed.

All the selected programs, including regional, state, and county levels, are in essential agreement on what should be included in a program of pupil services. The model includes all of these recommended services, but brings the emphasis on occupational information and vocational placement up to equal status with educational information and college placement services.

Summary of Complaints

This summary of complaints about the existing program of pupil services in the Chicago public schools is restricted to two reports authorized and requested by the Chicago Board of Education. These are commonly referred to as the "Hauser Report"[21] and the "Havighurst Report."[22] No other published evaluations of the Chicago program of pupil services are known. Complaints reported in the popular press reflect a multitude of personal opinions and grievances, and are beyond the scope of this study.

The Hauser Report

The Hauser Report is an exhaustive study of the entire Chicago school system with the focus on racial integration of students and teachers. Pupil services were not evaluated directly, but the following specific recommendations were made in this area:[23]

> ...adequate counseling and guidance services in the schools (are) indispensable for dealing with the problems of motivation, for encouraging continued school attendance, for developing realistic ambitions and life goals, and for acquiring information about the means for their attainment.

A need for more and better information services was felt. No specific remedy was suggested beyond increasing the number of counselors in the schools.

The Havighurst Report

In his survey of the Chicago public schools, Havighurst did make an evaluation of the pupil personnel services and testing program. Other aspects of the school system which affect or are affected by the program of pupil services were also evaluated, and they will be compared with the model, point by point.

High School Faults[24]

All general high schools offer the same college preparatory curriculum and this standard program does not meet the needs of large numbers of students. Students with below-average reading ability might profit from experiences in the practical arts, but facilities and opportunities in this area are severely limited.

The Model

Facilities for experience in the practical arts are now practically non-existent in inner-city schools. The model program addresses this problem through an expanded work-study program, to permit such experience while still in school, and permitting students to earn both money and credit for school achievement.

Health Service Faults[25]

Full-time Teacher-Nurses should be in all schools to allow for staffing of individual cases, counseling with teachers about students or about Health Education in general, group health guidance for students, hearing and vision screening programs and health-related aspects of attendance problems.

The Model

The model program provides for full-time Teacher-Nurse services on the Mental Health Team in the Resources Center. All of the above recommendations are included in the model.

Vocational Education Faults[26]

Before students enter high school, teachers and counselors place them in tracks based on their eighth grade reading scores. Because of the many courses required for graduation, little opportunity exists after that for program changes because of changes in motivation, interests or performance. The antiquated concept that a school trains either brain or brawn, not both, is followed. All below-

average readers are steered to vocational schools or general high school shop classes.

The Model

The tradition of ability grouping according to reading and arithmetic scores has been abandoned in the model program. Course selection is based primarily on interests, and courses of study are reviewed frequently in the Division Areas in group and individual sessions between guides and students. The critical lack of opportunity for vocational experience is alleviated to some extent through the expanded work-study programs available to the students. In reality, a reversal of the situation described by Havighurst has taken place. Each inner-city high school is required to enroll all high school students seeking admission if they reside within the school's attendance area. Vocational schools, drawing from the entire city, may establish entrance criteria to control enrollment. When the vocational high schools establish cut-off points in eighth grade achievement in reading and arithmetic, they enhance their status in the eyes of many inner-city elementary school teachers, parents and pupils. Inner-city general high schools now must tolerate the situation in which most elementary graduates who read at or near grade level enroll in the selective vocational high schools, while the remaining low-scorers must attend the college preparatory general high school

Work-Study Program Faults[27]

Too few students are accommodated in this type of program.

The Model

The model tries to meet this need by providing as many teacher-coordinators as are needed to meet the demand by students and parents. In addition, some students are given such opportunities through work-internship arrangements which require no teacher-coordinators.

Guidance Program Faults[28]

1. The counselor load should be reduced from 500 students to 250-300 students.

2. Too much counselor time is spent on routine matters that could be handled by homeroom teachers or clerks.

3. Counselors need more graduate training in guidance and counseling, including supervised practice in individual and group counseling.

4. Too many of the existing counselor positions are filled by un-trained teachers.

5. Negro students face special problems in finding satisfactory placement in jobs or colleges, and special guidance programs for Negro students need to be developed.

6. There are so few Teacher-Psychologists that all they can do is diagnostic work. Because of the many vacancies, there is a back-log of several thousand cases.

7. Social work services in the Chicago Public Schools

are in their infancy, and there is little understanding by teachers of how social workers can be of help to them and to the schools.

The Model

1. The counselor load remains at 500 students.

2. The routine work is handled by the guides.

3. The counselor must be a graduate of a degree program in guidance. Recruitment of staff, however, is outside the scope of this study.

4. The use of guides in the Division Areas is one way to work with the problem of un-trained staff, which is universal in inner-city schools.

5. The special need of minority students is acknowledged, and the entire model is one type of special program designed to meet this need.

6. The model's Health Team would be severely handicapped by a vacancy in the Teacher-Psychologist position. The recruitment of staff is outside the scope of this study.

7. Social work is still new to Chicago schools. All available Social Workers are presently assigned to elementary schools. The model program places an emphasis on the contribution the Social Worker member of the Health Team can make toward the creation of a positive school and community climate for learning.

Summary

This chapter has compared the model program of pupil services with summaries of selected existing guidelines. They represent a variety of sources:

1. the present Chicago program
2. the A.S.C.A. position paper
3. regional, state and county guidelines

Comparisons are made between the model and a list of faults attributed to the existing Chicago program by the Hauser and Havighurst reports. Most of the guidelines are in substantial agreement, and the model program includes these same services. Most of the faults listed by Hauser and Havighurst are reduced within the model program. The major points of departure between the model program and the collection of guidelines are:

1. the model's equal emphasis on placement in advanced training or work at the time of school leaving
2. the higher priority given to prevention, through multiple information services, rather than counseling

Chapter Four Footnotes

1. Philip M. Hauser, Sterling M. McMurring, James M. Nabrit, Jr., Lester W. Nelson and William R. Odell. Report to the Board of Education of the City of Chicago. Chicago: Board of Education, 1964.

2. Robert J. Havighurst. The Public Schools of Chicago. Chicago: Board of Education, 1964.

3. Handbook for Counselors. Chicago: Board of Education, 1964.

4. ibid, p.31.

5. ibid, p.35.

6. ibid, p.41.

7. ibid, p.47.

8. ibid, p.51.

9. ibid, p.61.

10. ibid, p.63.

11. Statement of Policy for Secondary School Counselors and Guidelines for Implementation of the ASCA Statement of Policy for Secondary School Counselors. as quoted by Frank W. Miller in Guidance Principles and Services, Second Edition. Columbus, Ohio: Charles E. Merrill Publishing Company, 1968, pp.116-20.

12. Evaluative Criteria. Washington, D.C.: National Study of Secondary School Evaluation, 4th ed., 1969.

13. Franklin Shumake. Pupil Personnel Services, A Summary. ERIC document ED 012 931,1966. Report on a seminar sponsored by the Georgia State Department of Education.

14. Guidance For Educationally Disadvantaged Pupils. Albany: New York State Education Department, 1966.

15. Guidance For Educationally Disadvantaged Pupils. Albany: New York State Education Department, 1966.

16. Minimum Jr. High and High School Standards Related to Guidance. ERIC document ED 029 307. Ohio State Department of Education, 1969.

17. Developing A Team Approach to Pupil Services. A Pupil Personnel Services Workshop. Clearwater, Florida: Agpinellas County Board of Public Instruction, 1969.

18. Todd, F. R. Comprehensive Pupil Services For All Children. Pittsburgh: Allegheny County Schools, 1968.

19. Evaluative Criteria, p.291.

20. Todd, p.45.

21. Hauser, et al, passim.

22. Havighurst, passim.

23. Hauser, p.33.

24. Havighurst, pp.206-13.

25. ibid, pp.228-29.

26. ibid, pp.252, 261-65.

27. ibid, p.254.

28. ibid, pp.324-37.

CHAPTER V

SUMMARY AND RECOMMENDATIONS

This final chapter summarizes the study. Conclusions are drawn and implications are stated which lead to recommendations for further study and research in the field of pupil services for inner-city schools.

Summary

The purpose of this study is to design a program of pupil services for secondary schools located in Chicago's inner-city areas. Mounting numbers of unemployed high school dropouts demonstrate the faulty transition of our youth from school to work or other socially acceptable pursuits. Inner-city schools are characterized by a high dropout rate, a low average daily attendance rate, and a stress on college preparation curriculum with little opportunity for vocational preparation.

The house plan of school organization has been described as effective for motivating students to stay in high school and attend school regularly until graduation. House plan features and practices useful for the operation of a program of pupil services are noted. In this type of organization, a large comprehensive high school is divided into small sub-divisions, called "houses." Students attend most of their classes within

the house, and they become well known by their counselor, guide and teachers. Because the house is part of a large school, however, the students have both the intimacy and encouragement of a small house plus the facilities and varied curricular offerings of a large high school.

Pupil services are offered primarily through guides; homeroom teachers with a reduced teaching load who are free for half of each day to become acquainted with and to help a group of one hundred students. A counselor in each house is the pupil services specialist and counselor for students in need of these services.

The model is compared, point by point, with the present Chicago program of pupil services and a list of faults developed from recent surveys of the Chicago schools. Brief comparisons are also made with selected national, regional, state and county guidelines for programs of pupil services.

Conclusions

This model program of pupil services for an inner-city secondary school includes those services recommended by the Chicago Bureau of Pupil Personnel Services, the American School Counselor Association and the other selected sets of guidelines mentioned in Chapter Four. There are

some differences in priorities, but there is overall basic agreement between the various sets of guidelines.

An inspection of the comparisons between the model program and the various guidelines reveals certain differences which reflect consideration of conditions and problems peculiar to the inner-city. In the general area of pupil appraisal, the model expands diagnostic testing in language and mathematics skills and facilitates teacher participation by providing test scoring services. Besides the scholastic aptitude test batteries generally recommended, the model provides vocational aptitude testing for all students requesting the service or applying for jobs in the unique employment facility. Physical and psychological diagnostic examinations are also easily available in the school, and not dependent upon referral to outside agencies.

Work experience and vocational placement are upgraded in the model and given equal status with college placement, without reducing the college services. This is a response to the inner-city pattern of school attendance in which about half of the students drop out of school before graduation and about half of the graduates prefer work, rather than more school. Work experience, while still in school, is expanded, both to afford students vocational preparation, and to provide them with the means of obtaining funds which may be needed to stay in school.

In-school vocational preparation falls short of the need in inner-city high schools because qualified teachers cannot be found and many industrial shops stand empty. The model attempts to meet this need while students are still in school rather than delaying this type of special effort until after they have dropped out.

Implications

Many implications are apparent in the model program. The approach to subject election which is guided by student interests only, without regard for past performance or evidence of scholastic aptitude, can be visualized as drawing strong resistance from some teachers. This, of course, does not impinge upon the right to establish pre-requisites for some advanced courses.

Motivation of students does not improve automatically through the intimacy of the house environment. Racism of the kind described by the late Whitney Young[1] has to be overcome. The counselors and teachers have to believe first that minority children are able to learn; or even that they ought to learn. Opportunities to work and attend school part-time should encourage many inner-city youths to stay in school and take advantage of what is offered. The over-all mental health attitude of prevention bears on motivation and morale. Through influential contacts

within the community and recommendation within the school, the frequency of affective alienation, self-hate, frustration and failure can be reduced.

Priorities are re-ordered in some areas. The model, for example, points toward education for better living in an improved inner-city, but the Chicago Board of Education's Design For The Future states that, "The immediate task here is to prepare youth to escape the ghetto..."[2]

Another implied priority of the model is the primary focus of attention on students in attendance rather than on those students not attending. This, in turn, implies agreement with the position that many youths do not want what the school has to offer, and the efforts of the school staff might better be directed toward doing a better job with the students they have before them. As teaching is improved, as the curriculum is seen as being more relevant and when teachers are more friendly, increasing numbers of students will voluntarily attend inner-city high schools.

Several implications are noted in relation to staffing of the model program. The guide is a rare category of guidance worker, with no particular training in pupil services. Reliance is placed on local in-service training along with the continuous interactions between the guide and his students. This might foster complications in maintaining required pupil-teacher ratios; or some conflicts with union contracts might develop. Perhaps the guide will eventually be a para-professional with less than

four years of college training. On the other hand, the guide position as described in the model could be an ideal position during part-time study toward a graduate degree in education.

Another approach to filling the guide position might be a yearly arrangement with nearby graduate schools, or schools of education, to place educational interns in these positions. Service as a guide would free half of each day for other study. The experience could count toward degree requirements as well as affording a year of school orientation and indoctrination.

Some special arrangements are required to establish a satellite work location in the school for an Illinois State Employment Service vocational counselor. Some staff accounting procedures required by the I.S.E.S. have to be worked out. A constant complaint of the I.S.E.S. office managers is that there is a shortage of staff, and they may hesitate to release counselors on a regular basis. This might be remedied by an equal-time exchange of teaching service for vocational counseling service. Just as the schools now dabble in vocational placement, the I.S.E.S. dabbles in teaching, to qualify applicants for various training programs. The I.S.E.S. specializes in employment and the schools specialize in instruction; a situation which invites cooperation.

As Miller[3] has pointed out, it does not necessarily follow that one who is equipped to guide is also equipped to counsel. The house counselor in the model program is a trained, experienced and certified counselor. Inner-city schools do not have the counselors they need; most counseling positions are filled by teachers with little or no formal training in guidance or counseling. The recruitment and retention of qualified counselors is high on the list of priorities of every inner-city high school. This situation is aggravated by the steady movement of trained counselors into higher paying administrative or consultant positions. The counselor in the model program, because of the longer work day, is paid an increment of twenty percent above his regular salary. Restricting the longer day to only certified counselors should act as a spur to lesser qualified counselors, teachers or guides to seek out the necessary graduate training. With less salary differential, the flow of counselors into administration can be expected to ease off.

Implicit throughout the description of this model program of pupil services for the inner-city is an implication aptly phrased by Axline:[4]

> Even though we do not have the wisdom to enumerate the reasons for a person's behavior, we can grant that each individual does have his private world of meaning, conceived out of the integrity and dignity of his personality.

Recommendations

Although the intent of this study is to design a model program of pupil services for Chicago's inner-city high schools, if the intent had been to set up a model for school innovation and research, the outcome might have been identical. All schools, to meet the conditions and changing needs of their communities, must assume a posture of inquiry and experimentation. The house plan is a unique vehicle for creating the climate for experimentation and change.

The implications discussed earlier suggest several areas for evaluation or experimentation. The separate houses are readily available as control groups for studies of areas such as instructional materials, teaching methods, student motivation, differentiated staffing, team teaching, student scheduling or student activities. In differentiated staffing, for example, several lines of inquiry are suggested: (1) qualifications; (2) personality and characteristics; (3) work loads; (4) staff relationships; (5) promotional opportunities; and (6) separate evaluations of over-all effectiveness of both the position and the individual.

In pupil services there are so many continuing needs for current information, especially within the general information service approach to pupil services, that some type of survey, experiment, follow-up study

or evaluation could be in progress at any time in the school year. There is the general mandate to supply information of value in improving the curriculum and instruction. Beyond that, more self-serving study is needed to improve the effectiveness of the entire program of pupil services.

The great question remains: Will school attendance improve and the dropout rate decline? Continuous measurement and evaluation of student characteristics, opinions and attitudes will keep the housemaster and counselor attuned to the pulse of the community. Student and faculty morale simultaneously reflect the condition of a school and contribute to and influence the success of a school's program.

The very newness of such a model program can stimulate participation and cause some early gains, but the best of programs need continuous evaluation and improvement. Specific recommendations for research growing out of this model program must await the implementation of the program. Preparation for evaluation and research, however, must be readied before the first student is enrolled. The staff must be indoctrinated for flexibility in outlook, and consciousness of the desirability of planning changes based on facts rather than moods, fads or chance.

Chapter Five Footnotes

1. Whitney M. Young, Jr. "Racism In White America." Readers Digest, February, 1970, pp.167-72.

2. Design For The Future. A Summary Report. Chicago: Board of Education, 1968.

3. Frank W. Miller. Guidance Principles and Services. Second Edition. Columbus, Ohio: Charles E. Merrill Publishing Company, 1968, p.224.

4. Virginia M. Axline. Dibs - In Search of Self. New York: Houghton-Mifflin Company, 1964.

APPENDIX A

These agencies and community organizations serving the Near West Side of Chicago were solicited for position papers on Chicago school services for pupils.

Aspira Inc., of Illinois
767 N. Milwaukee Avenue
(no position statement available)

The Chicago Urban League
4500 S. Michigan Avenue
(no position statement available)

Midwest Community Council
9 South Kedzie Avenue
(no response to telephone calls and letter)

The Mile Square Federation
2301 W. Maypole Avenue
(no position - concentrating on health problems)

The Chicago Field Office, National Association for the Advancement of Colored People
53 West Jackson Boulevard
(no position statement available)

The Chicago Field Office, National Conference of Christians and Jews
203 N. Wabash Avenue
(no position statement available)

The Near West Side Community Committee, Inc.
628 S. Racine Avenue
(no response to telephone calls and letter)

The West Side Organization
1527 West Roosevelt Road
(no position - concentrating on jobs, health and legal services)

The local District Nine Education Council has only recently formed and is still occupied with organizational activities.

APPENDIX B

HOUSE PLAN HIGH SCHOOLS, LISTED BY STATES

Alabama	Hueytown High School
California	Azusa High School
	Citrus Union High School, Azusa
	Bellflower High School
	Mayfair High School, Bellflower
	San Juan School, Carmichael
	Escondido High School
	Glendora High School
	Mayfair High School, Lakewood
Connecticut	Ludlow High School, Fairfield
	Warde High School, Fairfield
	Groton Sr. High School
	Old Saybrook Jr.-Sr. High School
	Conard High School, West Hartford
Georgia	Bass High School, Atlanta
Illinois	Blue Island High School
	Maine West High School, Des Plaines
	Evanston Township High School
	Glenbrook High School, Glenview
	Joliet Township High School
	Niles North High School, Skokie
Indiana	North Central High School, Indianapolis
Kansas	Highland Park High School, Topeka
	Topeka West High School
Maryland	Frederick County High School
	Calvert High School, Prince Frederick
	Boonsboro High School, Washington County
	Hancock High School, Washington County
	North Hagerstown High School, Washington Co.
	South Hagerstown High School, Washington Co.
Massachusets	Brookline High School
	Middlesex High School, Concord
	Beverly High School, Manchester
	Milton Academy
	Newton High School
	Newton South High School
	Brooks High School, North Andover
	Waltham High School
Michigan	Eastern High School, Detroit
	Lamphere Sr. High School, Muskegon
	Muskegon High School
	Kimball High School, Traverse City

Minnesota	Edina-Morningside High School, Edina
Missouri	Riverview Gardens High School
New Hampshire	Proctor Academy, Andover
	Winnacunnet High School, Hampton
	The Meeting School, Rindge
New Jersey	Lawrenceville School
New York	Beacon High School
	Forest Hills High School
	Ithica High School
	Massena Jr.-Sr. High School
	Millbrook High School
	North Colonie High School
	Gates Chili School, Rochester
	Syosset High School
	White Plains Sr. High School
Ohio	Brecksville High School
	Heights High School, Cleveland Heights
	Kettering Fairmont East High School, Kettering
	Fairmont West High School, Kettering
	Newark High School
Pennsylvania	Easton High School
	Pennsbury High School, Fallsington
South Carolina	Flora High School, Columbia
	Palmetto High School, Williamston
Tennessee	Johnson City High School
Texas	Cleburne High School
	San Angelo High School
Virginia	Fleming High School, Roanoke
	Henry High School, Roanoke
Washington	Edmonds High School
	Lakes High School, Lakewood Center
	Clover Park School, Tacoma
	Mount Tahoma High School, Tacoma

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